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ABSTRACT

The Kentucky Council on Teacher Education and Certification was created in 1972 by the Kentucky General Assembly to "develop and recommend policies and standards relating to teacher preparation and certification". This paper presents eight areas in which the Council has initiated study and action: (1) educational policy determination by professional and lay groups; (2) clarification of authority and responsibilities of agencies controlling teacher education; (3) availability of competent teachers; (4) extension of initial teacher preparation programs; (5) resource allocation for quality in teacher education programs; (6) improvement of standards and procedures for entry into and graduation from teacher preparation programs; (7) strengthening of the accreditation process; and (8) support of inservice education through college and university resources. A list of major studies conducted by the Council from 1972-1979 and a description of the functions and composition of the Council are appended. (FG)

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QUALITY TEACHER EDUCATION FOR THE '80s

ISSUES AND CONCERNS

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Kentucky
Council on Teacher Education and Certification

January 1980

SP015685

KENTUCKY COUNCIL ON TEACHER EDUCATION AND CERTIFICATION

Membership Roster - January 1980

Dean or department head for education from each of the state universities and state senior colleges

J. T. Sandefur, Council Chairman
Western Kentucky University
Dixon Barr, Eastern Kentucky University
Mike Davis, Morehead State University
George Denemark, University of Kentucky
Peter A. Garcia, Kentucky State University
Arthur M. Kaplan, Northern Kentucky University
Hugh Noffsinger, Murray State University
Raphael O. Nystrand, University of Louisville

Three academic deans from private senior colleges and universities

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Roger Kusche, Asbury College
William Stolte, Berea College

Two members holding position of local school superintendent

Robert L. Arvin, Oldham County Schools
E. P. Grigsby, Jr., Floyd County Schools

Three members holding administrative or supporting personnel positions in which the major duties are other than classroom teaching

Edwina H. Anderson, Grayson County Schools
Burdette C. Dailey, Ashland Independent Schools
Frank Allen List, Apollo High School

One member from the Kentucky School Boards Association

Clay C. Parks, Grant County

One member from the Kentucky Branch National Congress of Parents and Teachers

Pat Earles, Paducah

Nine members holding positions as classroom teachers

Ann Black, Fayette County
Brenda Kay Campbell, Bowling Green Independent
Wayne Harvey, Livingston County (now at University of Kentucky)
June Lee, Jefferson County (now KEA President)
Susanne Lyon, Paris
Caleb Stephens, Jr., McCreary County
James Thomas Walker, Ft. Campbell Schools
Nan Karrick Ward, Bath County
Ron Weeks, Nelson County

Two members selected at large

Douglas Cole, Superintendent, Boyle County Schools
John H. Wills, Principal, St. Xavier High School, Louisville

One member from Department for Occupational Education

Billy R. Howard, Assistant Superintendent for Vocational Education

Two members who, at the time of appointment, shall hold positions in occupational education

Ruth Ellen Miller, teacher in Bowling Green State Vocational-Technical School
Bronelle Skaggs, Director of Vocational Region No. 11

One member from Department for Elementary and Secondary Education representing Teacher Education and Certification, who shall serve as Executive Secretary

Sidney Simandle, Director, Division of Teacher Education and Certification, Department for Elementary and Secondary Education

QUALITY TEACHER EDUCATION FOR THE '80s

ISSUES AND CONCERNS

The quality of education received by Kentucky's children and youth during the decade of the 1980s is a matter of concern to every citizen and professional educator. Underscoring the importance of education to our societal well-being, philosopher of science David Hawkins observed that "there is no threat to our existence greater than a threat to the process of education."[1] His sobering view of the critical importance of education to cultural survival was paralleled by the assertion of a national commission addressing the impact of schools and teachers upon the individual.

> Every moment in the lives of teachers and pupils brings critical decisions of motivation, reinforcement, reward, ego-enhancement, and goal direction. Proper professional decisions enhance learning and life; improper decisions send the learner toward incremental death in openness to experience and in ability to learn and contribute.[2]

We share these convictions concerning the importance of education to our society and to every individual. And we share a belief that teachers have a major role in influencing the quality of education experienced by our children and youth. As the training arm of the teaching profession, teacher education represents a significant potential for determining the character and quality of the teaching our children receive in the schools of the Commonwealth.

Kentucky Council on Teacher Education and Certification
January 1980

INTRODUCTION

The Kentucky General Assembly created the Council on Teacher Education and Certification, a broadly representative group of education professionals and citizens, to ". . . develop and recommend policies and standards relating to teacher preparation and certification" (KRS 161.025). The Council on Teacher Education and Certification has identified a series of issues and concerns relating to teacher education in Kentucky which are discussed in the following pages. Several refer to the processes employed in making decisions affecting teacher education. Others identify topics to which effective decision-making processes must be applied. This paper is intended to invite broad-based participation of Kentucky citizens and educators in the efforts already under way by the Council on Teacher Education and Certification to take a comprehensive look at the needs of teacher education in Kentucky for the 1980s.

The eight concerns identified below represent areas in which the Kentucky Council on Teacher Education and Certification has initiated study and action. They also represent important arenas for further development and clarification of policies to meet the challenges of teacher education in the '80s. We believe our attention to these and other important issues affecting teacher education in Kentucky is consistent with the statutory mandate given this Council by the General Assembly. We forward this position paper to representatives of the 1980 General Assembly as a means of informing that body of our active involvement in the cause of quality teacher education and to assure them that the mechanism established by the General Assembly for broad professional and lay citizen involvement in teacher education policy making is functioning responsibly. We share our statement of concerns with other agencies committed to quality education in Kentucky to invite their coooperation in a common cause.

I.

EDUCATIONAL POLICY MUST BE DETERMINED BY INFORMED REPRESENTATIVES OF PROFESSIONAL AND LAY GROUPS

The Kentucky Council on Teacher Education and Certification believes that a broad representation of education professionals and lay citizens needs to be involved in the determination of policies that influence the nature and quality of teacher education and, ultimately, the education of all Kentucky's children and youth. A Study of Teacher Education in Kentucky,[3] recently conducted and distributed by the staff of the Council on Higher Education, has been represented as involving a broad range of education professionals. While commendable for its identification of several significant issue areas, it is regrettable that meaningful participation of representatives of organizations and agencies knowledgeable about teacher education in Kentucky was almost totally absent.

We believe that the issue of responsible involvement of appropriate individuals and agencies in the determination of policies influencing the quality of teacher preparation, and in turn the quality of learning opportunities available to our youth, is of fundamental importance. Neglect of the democratic processes in educational policy-making, no matter how well-intentioned, can only erode the quality of education we seek to enhance. The statutory creation of the Council on Teacher Education and Certification provided the mechanism for such broad-based representation. The deliberations and recommendations of the Council exemplify a responsive and responsible initiation point for teacher education policies.

II.
AUTHORITY AND RESPONSIBILITIES OF AGENCIES CONTROLLING TEACHER EDUCATION MUST BE CLARIFIED

Wise policies regarding teacher preparation are unlikely if the roles and responsibilities of the various agencies impacting teacher education remain confused. KRS 161.025 created the present thirty-three member Council on Teacher Education and Certification, specifying that it develop and recommend the requirements for the preparation and certification of teachers and other professional school personnel and standards and procedures for the approval of college and university programs for the preparation of such personnel. Its deliberations are intended to take the form of recommendations to the State Board for Elementary and Secondary Education. These recommendations, when promulgated as proposed regulations, are subject to an extensive process of hearings and review before implementation.

KRS 164.020 specifies the powers and duties of the Council on Higher Education and initially included an item which charged that the CHE should "prescribe the curricula for teacher education." The 1978 General Assembly amended this statute to call only for Council on Higher Education approval of teacher education programs rather than prescribing the curricula therefor. The change focuses the Council on Higher Education responsibility on questions of institutional need for programs and resource allocation while leaving to the Council on Teacher Education and Certification the responsibilities for developing specific curricular matters. Such a differentiation of role is an important element in establishing orderly processes for educational policy making.

Other components in the process include the State Department of Education and the State Board of Elementary and Secondary Education. Procedures call for recommendations of the

Council on Teacher Education and Certification to be forwarded through the State Department to the State Board of Education with the understanding that where the State Board registers significant reservations, these recommendations would be referred back to the Council for further study.

Still another component in the process of policy determination for enhancing the quality of teacher education is the authority of faculty, administration, and governing boards of the individual colleges and universities.

Kentucky has the mechanisms for responsible educational policy making. We must ensure that these mechanisms are understood and utilized appropriately.

III.

KENTUCKY'S SCHOOLS AND OTHER EDUCATIONAL AGENCIES MUST HAVE AN AVAILABLE SUPPLY OF COMPETENT TEACHERS

In the early 1970s the supply of persons certified to teach seemed clearly to exceed the number of teaching vacancies available. Such was the case although important educational needs remained unmet in such teaching fields as special education and early childhood education. The response of individual students and institutions to the realities of supply and demand in the early 1970s was dramatic and resulted in a nearly fifty percent decline in enrollments in teacher preparation programs by the end of the decade. Further, the greatest drops in enrollment were in fields that had experienced the greatest surplus. The evidence would suggest that the system has responded in a highly effective fashion to the marketplace. Imposition of arbitrary quotas forcing further reductions in enrollment in the state-supported institutions could quite possibly reduce the number of teachers below that needed by the Commonwealth.

Clearly, the issue of teacher supply and demand requires a more thoughtful response than simple restriction of admissions. Factors that need to be considered carefully before establishing policies restricting enrollments in teacher preparation programs include the following:

1) Already decreased enrollments

2) Variations in supply and demand in specific teaching fields
Teaching children with various handicaps or learning disorders, reading specialists, kindergarten, mathematics, and many science areas represent continuing teacher shortages.

3) Rapid expansion of educational programs outside public schools
Programs carried out under the auspices of other social institutions, business and industry, and the communications media are demanding increasing numbers of persons trained

in teaching. A growing number of persons with backgrounds and training in the teaching/learning process are finding jobs in human service agencies offering educational programs directed toward persons from infancy through old age.

4) Restriction of the opportunity of Kentucky college youth
To what extent do we wish to refuse entrance to teacher preparation programs to Kentuckians who are qualified to enter programs that reflect their interests and career aspirations, while in other states there are no such restrictions?

5) The extent and nature of the preparation program needs for high quality initial certification
A growing number of teachers and teacher educators are concluding that teacher education has too long suffered from grossly inadequate time and other resources essential to provide initial teacher preparation at a competent professional level. A 1978 study[4] listed twenty-two states as still accepting 18 or fewer credit hours of pedagogical study (including student teaching) for secondary school teacher certification. Kentucky's requirement is 17,[5] about 13 percent of the total collegiate program required for a degree. Any extension of initial teacher preparation requirements would undoubtedly tend to decrease the numbers of individuals entering and completing teacher preparation programs.

IV.
KENTUCKY MUST SERIOUSLY CONSIDER EXTENDING INITIAL TEACHER PREPARATION PROGRAMS

The extension of initial preparation is seen as preferable to the assumption of a deficit program of initial teacher preparation requiring immediate remedial inservice education of all teachers. Initial teacher preparation programs must be designed and implemented to ensure that every child is instructed by a teacher who has at least a safe minimum level of beginning professional skills. In turn, beginning teachers need assurance of a level of preparation that prevents the high degree of teacher frustration and "burnout" reported in some school settings.

The Council on Teacher Education and Certification, nearly two years ago, appointed a committee to explore the issues involved in extended programs of initial teacher preparation. That committee has sought the involvement of the staff of the Council on Higher Education and sufficient funding to carry out an adequate study of the scope and nature of extended initial preparation programs, including a supervised teaching internship. It is possible that teacher education, when judged by what its clients need and what it can offer them in terms of a rapidly expanding knowledge base, has outgrown the four-year undergraduate model.[6]

V.

RESOURCES ALLOCATED TO TEACHER EDUCATION MUST REFLECT A CONCERN FOR QUALITY PROGRAMS

Preparing teachers to ensure effective performance in the classroom is a complex task. It demands a level of institutional commitment and resource allocation far beyond what has typified many programs in the past. If we want quality teaching and quality teacher preparation programs, we must be prepared to fund such programs adequately. The national record of funding teacher education, however, is dismal. Data reported in a study of teacher education in the United States[7] show teacher education receiving the lowest support per credit hour of instruction of any professional program funded in colleges and universities. The study noted that teacher education students pay tuition representing about one-half of their instructional costs while the average for college students in all fields is about one-fifth of their full instructional costs. Another study[8] estimated the median national per pupil cost for 1977-78 in public elementary and secondary schools to be $1190.00. The average cost of educating teachers at institutions from which data were collected on a national basis was $948.00, or only 68 percent of the average per pupil costs for instruction in the public schools for that year.

Simply spending more money on teacher education without thoughtful planning will not guarantee its quality. We cannot expect high quality teacher preparation programs, however, if we continue to fund them at levels substantially below those of every other profession.

VI.

ASSESSMENT STANDARDS AND PROCEDURES FOR ENTRY INTO AND GRADUATION FROM TEACHER PREPARATION PROGRAMS MUST BE IMPROVED

The teaching profession has a unique opportunity at the present time to be more selective in whom it accepts into its ranks. Current supply and demand realities offer us the chance to seek out for our teacher preparation programs people who can prove their competence in the art of teaching as well as show an ability to analyze objectives, encourage creativity, communicate a love of learning, and demonstrate a commitment to the teaching profession.

The Council on Teacher Education and Certification acted recently to endorse and utilize :

1) a test of basic skills as a criterion for entry or continuance in teacher education programs, and

2) a program of assessment of professional skills as an exit requirement for teacher preparation programs that would include communication skills, human relations skills, generic teaching skills, and subject matter proficiency.

A committee of the Council has been appointed to study and to design such an assessment program, taking advantage of the experience of other states and agencies. Precipitous conclusions drawn without the benefit of careful study and comparison are likely to result in assessment measures determining the content of our training programs rather than the reverse.

Significant in increasing the quality of students in teacher education programs is an action of the Council on Teacher Education and Certification requiring an overall grade point average of 2.25 in addition to a 2.25 grade point average in teaching fields for all students entering student teaching. This has resulted in many students deciding to enter alternative programs prior to their junior year and, in some institutions, has reduced teacher education enrollments by an estimated 20 percent.

VII.
THE ACCREDITATION PROCESS MUST BE MAINTAINED AND USED TO ASSURE THE QUALITY OF TEACHER PREPARATION PROGRAMS

The fundamental purpose of accreditation is to ensure adequate and safe minimum standards, standards which provide assurance to both prospective students and employers. Another accreditation objective is that of institutional self-improvement.

Program accreditation in teacher education has typically involved 1) a state-level process coordinated by the state department of education, and 2) a national accreditation review conducted by a voluntary agency representing a broad range of professional groups and lay citizens. This shared responsibility can ensure that the profession assumes significant responsibility for the quality of programs preparing its members while at the same time guaranteeing the profession's concern with the public's welfare rather than preoccupation exclusively with self-protection and self-enhancement.

To be effective, the accreditation process must be rigorous, representative of a broad range of public and professional interests, carried out by well-trained evaluators on an appropriate review cycle, and adequately financed. The Council commits itself to the support of such objectives for program accreditation of teacher education in Kentucky.

VIII.

RECOGNITION OF THE UNIQUE FUNCTIONS OF INSERVICE EDUCATION IS NECESSARY, ACCOMPANIED BY FUNDING AND ADMINISTRATIVE ARRANGEMENTS THAT PERMIT EFFECTIVE USE OF COLLEGE AND UNIVERSITY RESOURCES IN SUPPORT OF SCHOOL SYSTEM NEEDS

The central issue associated with inservice education for Kentucky's teachers is not the division of the state into service regions allocated to particular public universities. Instead, it involves at least the following three points:

1) Differentiating appropriate roles for initial teacher preparation, inservice education, and career-long continuing professional development, and assigning primary responsibility for each to an appropriate agency.

2) Modification of the present higher education funding formula to recognize and provide for the significant involvement of schools and colleges of education in inservice education activities.

3) Clarification of the criteria associated with the recent revisions in planned fifth-year programs permitting expanded use of school-based and other field-oriented professional experiences.

CONCLUSION

The concerns identified on the preceding pages are, we believe, central to the attainment of quality in Kentucky teacher education during the 1980s. Obviously each is deserving of much more amplification than was possible in this report. Other concerns will doubtless emerge as we address the educational challenges of the new decade. We solicit the identification of additional concerns from interested agencies. We encourage members of the General Assembly to refer any study needs they may generate related to teacher education to the Council on Teacher Education and Certification through its Executive Secretary. Appendix A which follows lists major areas of study and action undertaken by the Council since its inauguration in 1972. Appendix B describes the functions and composition of the Council as established by statute.

Inquiries and requests for additional copies of this document should be addressed to:

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Bureau of Instruction
Division of Teacher Education and
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Frankfort, Kentucky 40601

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APPENDIX A

MAJOR STUDIES CONDUCTED BY THE KENTUCKY COUNCIL ON TEACHER EDUCATION AND CERTIFICATION 1972 - 1979

MAJOR STUDIES CONDUCTED BY THE
KENTUCKY COUNCIL ON TEACHER EDUCATION AND CERTIFICATION
1972--1979

1. Revision of the general education (liberal arts studies) component of teacher preparation

2. Proposal for three levels of teacher certification--elementary, middle grades, high school--and the development of a curriculum for teachers of the middle grades

3. New preparation-certification program for teachers of Junior ROTC

4. Comprehensive revision of preparation-certification programs for teachers of industrial education

5. Comprehensive revision of all preparation-certification programs for teachers of exceptional children for all categories of exceptionalities, for teacher-consultants, and for directors of special education programs

6. Curriculum revisions for preparation-certification programs of high school teachers in the following areas of specialization: foreign languages, social sciences, natural sciences, music, vocational home economics

7. The application of non-credit experiences for certification renewal and for ranking

8. Interrelationships and concepts of preservice teacher preparation, inservice teacher education, and continuing staff development

9. New preparation-certification program for school psychologists

10. New preparation-certification program for school nurses

11. Coordination of state and national standards and procedures for the accreditation/approval of teacher preparation programs

12. New standards for the admission, selection, and retention of candidates for the teaching profession

13. Comprehensive revision of standards for supervised student teaching including specifications for a required professional semester

14. The competency approach to teacher preparation with a sample illustrative plan

APPENDIX B

Excerpts from Kentucky Teacher Preparation and Certification Handbook
1979 Edition, pages 4-6

FUNCTIONS AND COMPOSITION OF THE
KENTUCKY COUNCIL ON TEACHER EDUCATION AND CERTIFICATION

D. KENTUCKY COUNCIL ON TEACHER EDUCATION AND CERTIFICATION

161.025 Kentucky Council on Teacher Education and Certification.

(1) There shall be a Kentucky Council on Teacher Education and Certification whose members shall be appointed by the Superintendent of Public Instruction as follows:

(a) The dean or department head for education from each of the state universities and state senior colleges;

(b) Three (3) academic deans from the private senior colleges and universities selected so that representation shall be rotated among the private institutions;

(c) Fourteen (14) members, selected from nominees submitted by those professional organizations designated by the Superintendent of Public Instruction as being most representative of the professional members to be appointed, to be nominated and selected in a manner to provide geographic representation, to include:

1. Two (2) members, who at the time of appointment shall hold the positions of local school superintendent,

2. Three (3) members, who at the time of appointment shall hold administrative or supporting personnel positions in which the major duties are other than classroom teaching,

3. Nine (9) members, who at the time of appointment shall hold positions as classroom teachers;

(d) One (1) member to be selected from a list of nominees submitted by the governing body of the Kentucky School Boards Association;

(e) One (1) member to be selected from a list of nominees submitted by the governing body of the Kentucky Branch National Congress of Parents and Teachers;

(f) Two (2) members selected at large;

(g) One (1) member from the Department for Elementary and Secondary Education representing teacher education and certification, who shall serve as executive secretary;

(h) One (1) member from the Department for Occupational Education;

(i) Two (2) members, who at the time of appointment, shall hold positions in occupational education.

(2) Each individual appointment shall be for a period of four (4) years except that one-half of the initial appointments shall be for two (2) year terms. Members may serve successive terms if renominated and re-appointed in the manner prescribed for membership. Vacancies shall be filled as they occur in a manner consistent with the provisions for initial appointments.

(3) At the first meeting held on or after July 1 of each year a chairman shall be elected by and from the membership. A member shall be eligible to serve no more than three (3) one (1) year terms in succession as chairman. The executive secretary shall keep records of proceedings and shall prepare the approved recommendations for transmission to the Superintendent of Public Instruction, the State Board for Elementary and Secondary Education, and the State Board for Occupational Education, and other appropriate agencies. Regular meetings shall be held at least biannually on call by the chairman.

(4) The Kentucky Council on Teacher Education and Certification shall develop and recommend policies and standards relating to teacher preparation and certification including: The requirements for the preparation and certification of teachers and other professional school personnel; the standards and procedures for the approval of college and university programs for the preparation of teachers and other professional school personnel.

(5) To carry on the functions relating to its duties and responsibilities the Kentucky Council on Teacher Education and Certification is empowered to receive donations and grants of funds; to appoint consultants as needed; and to sponsor studies, conduct conferences and publish information.